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ABSTRACT

This report focuses on the current dynamics and greater potential of linking postsecondary continuing education activities to the training and retraining of the American workforce. Four issues were identified as central to adult education as it relates to human resource development and the improvement of the nation's economy. These issues are (1) the role of postsecondary institutions to worker education and training; (2) employer involvement in campus-based programs for adults seeking job- and career-related education and training; (3) increased collaboration by educators, employers, and employee representatives on training and retraining for the American workforce; and (4) the articulation of national policies for human resource development. The report cites relevant trends in demography, technology, and the nation's economic condition and the impact of these trends on postsecondary institutions and adult learners. The report concludes that continuing education is a fundamental link between American postsecondary education and the workplace and that continuing education and better national strategies for human resource development are fundamental to the improvement of the nation's economy, productivity, and competitiveness. (KC)

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CONTINUING EDUCATION AND THE AMERICAN WORKFORCE

A REPORT OF

THE NATIONAL ADVISORY COUNCIL
ON CONTINUING EDUCATION

SEPTEMBER 30, 1983

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U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
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September 14, 1983

The President
The White House
Washington, D. C.

Dear Mr. President:

On September 7, you reported that there are twenty-three million American adults who are functionally illiterate. You cited the consequences to our Nation of this unacceptable condition.

It is the purpose of this report to tell you with satisfaction that there are also the same number of Americans -- twenty-three million -- who are formally engaged in continuing their education, often at their own expense and with some personal sacrifice. The Council believes that millions of others would do likewise if encouraged or guided to do so.

The majority of these men and women are employed or seeking employment. Indeed, most cite job and career-related reasons for continuing their education, as well as their private interest in enriching their lives.

This report complements your statement of September 7, but it adds to it a message of hope, of accomplishment. The phenomenal growth of adult learning in the United States is nowhere more evident than within the Nation's network of technical institutes, community and junior colleges, and two- and four-year colleges and universities.

Your Administration has called repeatedly for closer cooperation between these institutions and private enterprise, for the good of the Nation's economic recovery, for their own self-interest, and for the benefit of the people they serve and employ.

This report focuses on continuing education and the American workforce. The collaboration which you seek is already happening, but in many localities it needs greater stimulation.

We are pleased to submit this report. The message it contains is one that you may wish to bring to the attention of the American people.

Respectfully submitted,

Morris H. Mills
Chairperson

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CONTINUING EDUCATION AND THE AMERICAN WORKFORCE

- Executive Summary -

This report by the National Advisory Council on Continuing Education focuses on the current dynamics and greater potential of linking post-secondary continuing education activities to the training and retraining of the American workforce. More than twenty-three million Americans participate annually in continuing education; most of them are employed or seeking employment. Their involvement in education and training bears directly on any discussion relating human resource development to the improvement of the Nation's economy.

Four Issues are central to this focus: a) the role and commitment of postsecondary institutions to worker education and training; b) employer involvement in campus-based programs for adults seeking job and career related education and training; c) increased collaboration by educators, employers, and employee representatives, on training and retraining for the American workforce; and d) the articulation of national policies for human resource development.

The report cites relevant trends in demography, technology, and the Nation's economic condition and the impact of these trends on post-secondary institutions and adult learners. The report concludes that there is overwhelming evidence that continuing education is a fundamental link between American postsecondary education and the workplace and that continuing education and better national strategies for human resource development are fundamental to the improvement of the Nation's economy, productivity, and competitiveness in a global economy; they lie at the center of our Nation's progress toward becoming a learning society.

The five recommendations proposed by the Council are addressed to the President, the Congress, the Secretary of Education, and others, as appropriate. The recommendations address specifically the problems of dislocated workers; the collection and dissemination of data and information related to the above concerns; private-sector support for institution-based research and development; the role of the U. S. Department of Education in continuing education and human resource development; and, finally, the need to inform and educate the general public to the trends cited by the Council in its report.

The National Advisory Council on Continuing Education is a Presidentially appointed body authorized by Congress in the Higher Education Act of 1965, as amended. The Council's primary interest is in continuing education for adults at the postsecondary level of instruction and the status of federal programs and policies as they affect this interest.

CONTINUING EDUCATION AND THE AMERICAN WORKFORCE

The National Advisory Council on Continuing Education can now report that over twenty-three million adults participate in continuing education annually. Their reasons for participation are diverse, but the greatest common denominator shared by these individuals is the link that continuing education provides to their jobs, their career ambitions, or the enrichment of their lives.

While these twenty-three million Americans represent the core of an emerging learning society, many others may be excluded from learning experiences for reasons of cost, of time, or for personal reasons.

In the past decade, the numbers of adults continuing their education has increased dramatically. Today, nearly thirteen percent of all adults participate in part-time instruction, and the numbers have been increasing at the rate of over one million adults annually.

The majority of these learners are employed; many others are seeking employment. The work-oriented ambitions of these individuals complement the existing strong link between postsecondary continuing education and the workplace and between learning resources and the needs of an expanding economy.

These developments are encouraging. There are, however, several issues which are of concern to the Council and which the Council seeks to address in this report.

A. *The role and commitment of postsecondary institutions to worker education and training and the adoption of policies and allocation of resources specifically designed to serve adults.*

B. *The involvement of employers in campus-based education and training programs of adults seeking entry level jobs, skill improvement, and career advancement.*

C. *Increased collaboration by educators and employers in determining the needs of the labor market and the preparation of workers to fill those needs.*

D. *The articulation of more precise national policies for human resource development and the application of those policies in ways that will enhance the Nation's economic development, by improving industrial and worker productivity, and strengthening the Nation's ability to compete internationally in a global market.*

As a strictly educational phenomenon, continuing education has often been misunderstood and misinterpreted. As a key element in matters of broader and national importance, however, continuing education is increasingly perceived as a necessary adjunct to sound capital investment and the creation and commercialization of new technologies as a way to improve America's effectiveness in a global economy.

In the past year, the National Advisory Council on Continuing Education has listened to testimony from scores of organizations and individuals throughout the country on issues affecting the retraining of the American workforce - the theme of its deliberations during the year. This testimony validated the inclination of the Council to believe that much is happening at state and local levels in collaborative efforts among employers, educators, and employee representatives, often with the support of state governments.

It is the sense of the Council, however, that one important element is missing. In its deliberations, *the Council has repeatedly examined, for purposes of clarification, what the federal role ought to be in the evolution of a learning society and the relationship that ought to exist between the learning aspirations of adults and their corollary interest in job searches, career advancement, and professional security.*

The determination of a federal role -- and any federal policies that may result -- can best be achieved through a careful review of the role and responsibilities of others. State and local governments, private enterprise, labor unions, community agencies like libraries and museums and, of course, educational institutions are directly involved in educational services to adults and in specific responses to work-oriented needs. It is the parameters of their activites that help outline the complementary dimensions of federal responsibilities.

Questions of policy and the clarification of federal responsibilities in the area of adult learning lie at the core of the Council's function. The Council's task is to advise the President, the Congress

and the Secretary of Education on federal policies relating to the education and training of adults at the postsecondary level of instruction.

This responsibility is broad. There is considerable legislation already in existence that addresses these issues, and during the past year, both the Administration and Congress have supported greater efforts to relate job training to the needs of the unemployed and the underemployed, most specifically through the Job Training Partnership Act. This legislation, like others, depends ultimately on the cooperation of state and local governments for its success.

Federal student assistance programs, federal participation in state-based unemployment insurance programs, support for Employment Service offices throughout the country, and other programs provide a base for federal, state and local responses to problems of worker training and support. However, the Council believes that the solution also depends on the degree to which employers, educators, and employee representatives are more directly involved in these efforts.

Education and training policies for workers are affected by the evolution of national policies for employment. In testimony before Congress, the President's National Commission for Employment Policy noted the size, diversity, and decentralized nature of American government and the American education system, and observed:

> *....But this is not to say that a uniquely American employment policy cannot be developed to address the needs of the American people. ....We have the components for developing a workable policy, but federal decisions in education, trade, economic development, job training, defense, revenue collection, and other areas are largely uncoordinated and occasionally work at cross purposes. More attention must be paid in the development of federal policies to their effect on employment.*

Employment aspirations are at the heart of continuing education, and continuing education is at the core of any determined strategy by the federal government, working with others, to influence the shape of a national human resource development policy.

It is the Council's view that educational institutions, especially at the postsecondary level, should not only be closely involved in the development of these national policies but should be asked to reconsider their own policies to help achieve these national objectives.

Universities, colleges, technical institutions, and two-year junior and community colleges collectively are the largest providers of learning services to adults. The quality of the education and training they provide directly affects the quality of the workforce available for employment. If industry is to be revitalized to spur the Nation's economy, then the American education system, at all levels, must also be revitalized.

More and more training will be required as job needs change, become different, become more sophisticated. For this reason, collaboration between employers in private industry - which is where eighty percent of the Nation's jobs are - and educators, should not only expand but flourish.

Should this collaboration increase, and should education and training for adults and for workers become a more central concern of institutions and of national policy, the Council then envisions the emergence in society of a new kind of learning community, one that reinforces the primacy of our Nation's education system and which gives to it a revitalized purpose, a reinvigorated sense of direction, and a vitality from which all Americans can draw strength.

Adult learners challenge many traditional values in higher education. Adults learn differently and learn different things than young men and women in traditional degree programs. Adults force teachers to teach in different ways and to re-examine many of the bases for their pedagogy and curricula. Adults alter fundamentally the relationship between teacher and student and bring to the classroom a maturity and an experience that young people can not.

Most importantly, adults on the campus are a reminder of the millions of adults who learn off the campus, in their homes, their workplaces, and in their communities. These distance learners help clarify for educators the importance of applying technological innovations to education services for new types of learners, and of increasing the cooperation between them and private sector enterprises, the source of most of these innovations.

In the end, continuing education for adults may help bring to the education establishment itself some fresh thinking about what education is all about and how and why education plays such an important role in the development of a democratic society.

FINDINGS

Postsecondary institutions are no less affected by certain trends in society than other social entities. Demography, technology, and the economy are changing in ways that may be unique to our generation. Their imprint on individuals will be deep and lasting. It will be felt greatest at the two places Americans spend most of their lifetimes - in the classroom and in the workplace. How the classroom and the workplace respond to these changes will determine how the Nation's citizens fare for the remainder of the century.

Demography is important. An aging population has obvious implications for an older student population and for a more mature and stable workforce. *Science and technology* will force us to train and retrain many more people to master what one observer has called the technical "blitzing" of society. *Changes in the economy* are closing down old industries, displacing old workers, making obsolete old skills; but also creating new opportunities and a vast potential for growth for the reskilled, the newly skilled, and the unskilled.

DEMOGRAPHY: The median age of Americans today now exceeds thirty years. By the year 2000, more than sixty percent of Americans will be over thirty, with White Americans significantly older than Black or Hispanic Americans. With a reduced national birth rate, and a slow but steady decline in the number of youth between sixteen and twenty-four years, the nation's median age is likely to climb.

Behavior in the workplace has already started to change. Perhaps as many as seventy-five percent of the current labor force will still be working by the year 2000, according to the Bureau of Labor Statistics. American productivity will depend increasingly on the skills, training and education of an already skilled, trained, and educated workforce.

One hundred million Americans are now employed -- a record number. Sixty percent of them are between the ages of twenty-five and fifty-four, and that age bracket will increase to seventy percent by 1990. Yet, according to the Bureau of Labor Statistics, an additional

fifteen to twenty million new workers will have to be absorbed by 1990.

At the same time, disruption in the American economy is displacing many workers in the labor force, some permanently, others cyclically. The Department of Labor reports that in 1982, twenty-two percent of the American labor force experienced periods of unemployment. Despite many hopeful signs of economic improvement, continuing levels of high unemployment are expected.

The chronically unemployed will be severely affected. Disproportionately high levels of unemployment may continue for Blacks and Hispanics, especially among those with little or no skills. Hispanic migration across the border will remain a matter of national and federal concern. Dislocated workers, separated from employment because of industrial advancements, plant closures or relocation, and outdated skills, will remain a critical problem.

Women in the workforce have also reached record numbers. Since World War II, they have accounted for about sixty percent of the net growth of the labor force. Their growth rate will continue, but at a slower pace. A phenomenal statistic that has ramifications for society far beyond the workplace and the classroom is that fifty percent of all married women, many with dependent children and working husbands, are in the workforce.

These trends are changing American higher education. In 1980, the average age of students on campus was over thirty years - a stark contrast to the traditional view that post-adolescent youths between the ages of eighteen and twenty-two are the primary clientele of postsecondary education.

Several years ago, the American Council on Education labeled these maturing students the "new majority in postsecondary education." This influx of older students occurred at a time when the American birth rate was declining, society was absorbing the results of the post-war baby boom, and the American workforce itself was reaching record levels of educational achievement.

The United States now has the most highly educated workforce in its history. The average American worker has received 12.7 years of education, up significantly from the 10.9 years of two decades ago.

The growth of continuing education is directly related to these developments. The longitudinal studies conducted by the National Center for Educational Statistics in its triennial survey conclude repeatedly that the higher the level of education an individual has received, the more likely it becomes for the individual to seek more education.

Of the twenty-three million Americans who participate in continuing education, more than forty-four percent have had at least one year of college, as compared to only twenty-nine percent of the general adult population. Nearly one-third of the entire adult population with more than five years of college, for instance, participates in continuing education. (Only 2.2% of the total population with less than an eighth grade education participates.)

The most intense levels of participation occur among those in the 25-54 age bracket, which is where the bulk of the American workforce is and on whom the success of American productivity may depend.

Why these levels of participation? The vast majority of adult learners cite job and career objectives as their primary purpose in seeking more education and training. Two out of three of these participants are employed, seventy percent of them in white collar jobs described as professional and technical.

These objectives influence and change American education. Nearly fifty-four percent of all adult learning courses are in two and four-year institutions and in vocational and trade schools. The remaining courses are provided by business and industry, labor groups, community agencies, government, and in other non-school settings.

These selected demographic figures are only an indication of the magnitude of changes occurring in society, but from them the Council draws one firm conclusion: Whether Americans are at work or whether Americans are in the classroom, the gap between American higher education and the workplace is narrowing. The spillage of one into the other suggests to the Council - as it has to other observers - that collaboration between educators and employers on meeting the education and training needs of the American workforce must intensify. Dialogue and joint planning must happen if the Nation is to respond to the challenges of new technologies, new information, and to public insistence on a resurgence of the American economy.

TECHNOLOGY: Contrary to many expectations, the growth of high technology alone will not bring about a revitalization of the American economy nor resolve the nation's nagging problems with serious unemployment. The Bureau of Labor Statistics projects that high-tech development will account for only seven percent of new job opportunities between 1980 and 1990.

Major job opportunities lie elsewhere. The service occupations - from fast food clerk to computer programmer - now account for sixty-seven percent of the workforce. Since 1969, these occupations, BLS reports, have accounted for nearly ninety percent of all new jobs.

Technological advancement, however, will have a dramatic effect on millions of jobs and workers in excess of the seven percent of new jobs created. Separate estimates conclude that fully fifty-five percent of all workers in the immediate future will require a competent grasp of information technologies.

These technologies have an unprecedented ability to replace and supercede themselves, requiring at each new level of development an even more sophisticated comprehension of their behavior. More trained people is one answer to capturing the potential of these technologies to improve American productivity. Another answer may lie in the training and retraining of workers at lower levels of sophistication.

The ultimate benefit to society and to economic development rests on the ability of American enterprise to develop commercial markets for these technologies, and to simplify and reduce what is complex and sophisticated into its less complex parts.

Solid background in mathematics and science will be critical. Whatever technical competencies workers now lack, they will soon have to attain in order to secure their places in the workforce. Ironically, employer demands for improved technical and mathematical skills come at a time when this Council and many others have heard employers express concern about basic ineptitude among current and potential employees in verbal and writing skills, in computational ability, and in analytic skills that enable them to cope and adapt to changing job requirements.

According to A Nation At Risk, a report of the National Commission on Excellence in Education, one out of five American workers is functionally illiterate. Their grasp of basic skills is poor. Problems of illiteracy, of poor performance, of severe shortcomings in technical competence, are particularly acute among entry-level workers.

Many entry-level workers are high school graduates. Because of this, employers may legitimately criticize the quality of "educated" workers they are receiving. In challenging the education system that is producing such individuals, they may also wonder about the value of working closer with the education system itself to retrain the American workforce.

The Education Commission of the States, in a report prepared for the National Governors' Conference, states that one-half of all high school graduates in the United States takes no mathematics beyond the tenth grade. They note that student enrollments in undergraduate colleges increased seven percent in recent years, but enrollments in remedial mathematics increased by seventy-two percent.

Scholastic Aptitude Test scores dropped since the early sixties, declining from 503 in mathematics in 1963 to 466 in 1980. Across the country, colleges and universities have decreased, not increased, admissions requirements for science and mathematics. High school seniors bound for college teacher education programs score forty-eight points below the national average in math, thirty-five points below in verbal skills.

Statistics do not auger well for the teaching of these subjects in school. Forty-five states report a critical shortage of mathematics teachers; forty-two states report a similar shortage for physics teachers. Forty-one percent of elementary school teachers have no undergraduate training in science. Twenty-six percent of all math positions are filled by uncertified teachers. Among newly-employed secondary math and science teachers, fifty percent are uncertified to teach their subjects.

The Council is well aware that its special interest is in postsecondary education and not elementary and secondary education. It is aware, too, that the Council's primary concern is the quality of education and training available to adults, not youths.

We would be remiss, however, in not drawing some conclusions about the implications for continuing education of the apparent weaknesses in the primary and secondary levels of instruction. Worker retraining is essential to the Nation. Employers in private industry must have confidence in the ability of the American education system at all levels, and especially at the postsecondary level, if, as the Council hopes, they will intensify their efforts to collaborate with educators to help place at their disposal a better educated, better trained, and competent American worker.

This is a worthy goal, but we should not lose sight of a fundamental perspective of quality education. The Council cites the conclusion of the Stanford Institute for Research on Educational Finance and Governance report, "The Educational Implications of High Technology":

> ....*The general educational requirements for creating good citizens and productive workers are not likely to be altered significantly by high technology. Everyone should acquire strong analytic, expressive, communicative, and computational skills as well as extensive knowledge of political, economic, social, and cultural institutions. These aptitudes and knowledge are required for understanding daily experience and for ensuring access to social opportunities. To the degree that the present schools fail short of providing these results, they should be sought for their own sake rather than because of the claim that they are required for a high technology future.*

THE ECONOMY: The nation's economy is improving; it is on the mend. The strength of America's private sector shows all the signs of a major up-swing in industrial activity and an eagerness to recapture American leadership and competitiveness in world markets.

Although our economic future looks bright, the benefits of accelerated technical innovation, production and marketing may not be felt immediately by many unemployed and underemployed who need new and better jobs, and many employed who face the risk of rapid obsolescence.

Many of America's older industries need to be restructured - steel, textiles, automobiles and others. The United States balance of trade for these older industries declined from zero in 1960 to a current imbalance of $35 billion.

America's new industries, computers, aerospace, telecommunications, and energy are thriving, but they, too, are increasingly challenged by other national economies. The American share of these new industries in the world market has also declined in recent years from twenty-five percent to twenty percent.

In 1960, foreign trade accounted for less than ten percent of the gross national product. Today, foreign trading accounts for one-fourth of the GNP.

American productivity is not at maximum levels; factories are operating at seventy-five percent of capacity. What America does produce must compete in a global market where other Nations can out-produce us and can put on the market products of superior quality, and at lower cost.

A decade ago, Edward Dennison of the Department of Commerce and later of the Brookings Institution, identified two essential ingredients to high productivity: new knowledge, and increased levels of education and training in the United States.

More recently, the Business-Higher Education Forum, in its report to the President, America's Competitive Challenge, restated this conclusion. America's ability to compete effectively in the world economy, it said, depends ultimately on three factors:

A. *Capital investment,*
B. *Technical innovations and new information, and*
C. *Human resource development and worker skills.*

America has capital to invest wisely. It possesses the high technology that can lead to higher productivity. What concerns the Council most deeply is that the United States lacks concensus about national strategies to use the Nation's human resources in ways that will draw maximum benefits from the Nation's physical and technological resources.

Millions of skilled workers are being displaced and replaced. Their skills are dysfunctional. New skills are needed, but workers with those skills are in short supply. The closing of factories, the relocation of industries, the emergence of new industries, and the transformation of the Nation's economic geography, make it imperative

to do what we can to salvage and update worker skills, and to assure that America's manpower moves intelligently with America's industry.

Continuing education and training is not the only solution to problems of unemployment and underemployment, but it is the Council's judgement that no effective solutions can emerge without a more consistent rationale and plan of action for the better use and training of the country's human resources.

This is a shared responsibility of all segments of society, of federal, state and local governments, of employers, of labor representatives, of educators, of citizens. The Nation needs a sustained dialogue about education and training for the American worker, and it needs a forum from which can flow to our citizens an enlightened understanding of what is happening to our economy and how important it is to prepare American labor for the challenges ahead.

COUNCIL MANDATE

The National Advisory Council on Continuing Education is required by law to report to the President, the Congress, and the Secretary of Education on the status of federal policies for continuing education and training for adults at the postsecondary level of instruction. Because of our understanding of what is happening in society through demographic, technological, and economic conditions, the Council has focused its interest this year on issues affecting the retraining of the American workforce.

> *Federal resources are limited. They should be used with more precision. Federal responsibilities are limited. They should be determined in consort with the responsibilities of others.*
>
> *The Council submits the following recommendations based on these two assumptions, but with the realization that certain actions are most appropriate for federal consideration.*

The American people share one government in common. What the Council says to the President, the Congress, and the Secretary of Education, therefore, is said with an understanding that the strength of our recommendations depends ultimately on the vitality of the Nation's network of state and local institutions, both public and private, and the benefits that will accrue to them and to the citizens they represent and serve.

RECOMMENDATIONS
OF THE
NATIONAL ADVISORY COUNCIL ON CONTINUING EDUCATION

1. DISLOCATED WORKERS:

The Congressional Budget Office reports that as many as 2.1 million workers, or twenty percent of the unemployed, may be permanently dislocated from their jobs during 1983 as a result of structural changes in the economy - even as the economy improves.

Title III of the Job Training Partnership Act provides limited federal funds for federal-state-local joint efforts to identify these workers and to retrain them for employment. Educators and employers are directly involved in this program.

The collaborative efforts sought by the Job Training Partnership Act put into practice one of the basic assumptions of the Council regarding effective continuing education and training for workers: that it is best done at state and local levels, where training resources and jobs are most readily available; and that a proper role for the federal government is to encourage and supplement these activities, as appropriate, to enhance grassroots resolutions to national problems.

The Council commends the objectives of this Administration-backed effort and recommends to Congress that the President's request for increased funding in FY 1984 for Title III of the Job Training Partnership Act be approved.

To supplement the objectives of this legislation and to further collaborative federal-state efforts to help unemployed and dislocated workers, *the Council also recommends that legislation be approved to give states more flexibility to use part of state unemployment insurance tax revenues to pay for training, job search, and relocation for unemployed workers eligible for unemployment compensation under state law.*

2. DATA AND INFORMATION:

Effective planning of education and training programs requires current, accurate data about the supply and demand for workers and the changing nature of occupational requirements, particularly at the local level.

The federal government has the responsibility for collecting a wide range of economic and labor force data, at the national level, to provide a basis for the development of national policies. However, in the area of education and training, these data become particularly meaningful when they can be applied at the local, operating level.

The Council calls upon federal agencies to examine their data collection, analysis and dissemination activities to determine how these programs can best be reoriented to supplement existing data on the labor market available in states and localities. Because of the critical importance of this issue for the future effectiveness of continuing education and training, the Council proposes to investigate this subject intensively over the next year.

3. RESEARCH AND DEVELOPMENT:

The Council views the basic research and development capacity of institutions as crucial to the preparation and deployment of a competent, well-educated and trained workforce.

One-half of the basic research conducted in the United States is sponsored by the Nation's colleges and universities. There is ample evidence to suggest that institutional facilities and laboratories for research and development are often out-dated, underfunded, and fallen into disrepair.

State-of-the-art equipment, laboratories, and related hard and software resources are critical to American research and development activities. The quality of academic curricula and training depends upon them and they are crucial to helping institutions develop new delivery systems that can use and serve emerging technologies and industries.

If postsecondary institutions are expected to train and retrain workers to master these technologies and fill the jobs created by these expanding industries, their curricula and training programs must have access to and support from private sector enterprises.

The Council recommends that the Administration and Congress explore further the options provided by the U. S. Tax Code as an instrument to encourage the private sector to commit more of its money, manpower, and technical resources to institution-based R&D activities.

The federal government has a record of various efforts to provide incentives to the private sector to collaborate more closely with postsecondary institutions on matters of mutual concern. It would be wise to assess the effectiveness of that record -- its past successes and failures -- while in the process of exploring any new federal effort.

4. THE U. S. DEPARTMENT OF EDUCATION:

The Secretary of Education has moved ahead to draw national attention to the need to reform American education. His office is the key policy-making office on education matters for the federal government; through it, the federal government can convey to the American people what it perceives are educational issues of national importance.

The Council believes that it is appropriate for the Department to assume a leading role in developing policy directions for retraining the Nation's workforce. The educational reform that is sought may depend, in part, on the potential of post-secondary institutions to serve the Nation for this retraining purpose.

To further that end, the Department of Education should have the capacity for:

a) *Leadership in relating college-sponsored continuing education to the needs of the Nation's workforce;*

b) *Policy analysis and program development in consultation with other agencies, especially the Department of Labor and the Department of Commerce;*

c) *Support of exemplary projects, based on local initiatives, which can clarify, develop and enlarge the postsecondary contribution to worker training and retraining; and,*

d) *Research and dissemination activities which can expand understanding of the relevance of college-sponsored continuing education to workforce needs and provide information about effective programs.*

The Council believes that the Department has a special opportunity to act as a catalyst and as a source of leadership within the federal government on broad, multi-agency policy initiatives for human resource development.

5. AMERICAN ATTITUDES TOWARD WORK, EDUCATION AND TRAINING:

Americans and their families are confronted by unprecedented demographic, technological and economic changes. Many do not understand what is happening. The loss of a job and salary is a catastrophic event to any wage earner, and any prolonged threat to that job and to the jobs of others has grave consequences for the stability of the American workforce.

Specific actions to improve the economic climate and to provide additional education and training opportunities to workers by federal, state and local governments, by employers and unions, by academic, community and other agencies are needed. These actions may not be enough, however, if workers themselves are essentially ill-informed about the changes sweeping over them.

Persistent -- even dramatic -- initiatives are needed to alert workers and the American public generally to the implications of these historic changes and to enlighten them about the renewed importance of further education and training, if workers are to hold on to jobs and to compete for new jobs.

The federal government has unparalleled resources and capacity for leadership in this area. It is the recommendation of the Council that the Administration and the Congress exercise this leadership now and that the President marshall the resources of federal agencies to alert, inform and help prepare workers for the likelihood of more changes to come.

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In concluding this report, the Council realizes that there are many more issues to be examined, many more concrete steps to be taken. It is the Council's intention in the year ahead to further explore the issues it has raised in this report and to undertake a reexamination of the Higher Education Act and other federal laws with these issues in mind.

The Council will focus specifically on the provisions of the various student aid programs of the Act and give special consideration to title I, the only federal legislation focussing exclusively on continuing education for adults. The Council will also review institutional development of library resources, linkages between institutions and the business world, and international studies and foreign language instruction as an aid to institutional responses to the challenges of a world economy.

The Council is indebted to the many individuals and agencies that expressed concern for the Council's work and who contributed to it. In the year ahead, the Council would welcome the opportunity to solicit their views again.

MANDATE

NATIONAL ADVISORY COUNCIL ON CONTINUING EDUCATION

Sec. 117. (a) The President shall appoint a National Advisory Council on Continuing Education consisting of eight representatives of Federal agencies having postsecondary continuing education and training responsibilities, including but not limited to, one representative each from the Departments of Education, Agriculture, Defense, and Labor, and the Veterans' Administration; and twelve members, not full-time employees of the Federal Government, who are knowledgeable and experienced in the field of continuing education, including State and local government officials, representatives of business, and labor, and community groups, and adults whose educational needs have been inadequately served. The Advisory Council shall meet at the call of the chairman but not less than twice a year.

(b) The Advisory Council shall advise the Secretary in the preparation of general regulations and with respect to policies and procedures arising in the administration of this title.

(c) The Advisory Council shall examine all federally supported continuing education and training programs and make recommendations with regard to policies to eliminate duplication and to effectuate the coordination of programs under this title and other federally funded continuing education and training programs and services.

(d) The Advisory Council shall make annual reports to the President, the Congress, and the Secretary commencing on September 30, 1981, of its findings and recommendations, including recommendations for changes in the provisions of this title and other Federal laws relating to continuing education and training activities. The President shall transmit each such reports to the Congress with his comments and recommendations. The Advisory Council shall make such other reports or recommendations to the President, the Congress, the Secretary, or the head of any other Federal department or agency as may be appropriate.

(e) The Advisory Council may utilize the services and facilities of any agency of the Federal Government as may be necessary. The Advisory Council may accept, employ, and dispose of gifts or bequests to carry out its responsibilities under this title.

(The Higher Education Act of 1965,
as amended)

APPENDIX

COUNCIL MEETING DATES, LOCATIONS, AND GUEST SPEAKERS

COUNCIL MEETINGS

June 1982 - June 1983

MEETING DATES AND LOCATIONS	AGENDA	SPEAKERS
23 - 25 June 1982 Washington, D. C.	The Public's Role in Federal Policy Development	William Blakey Legal Counsel Subcommittee on Post-secondary Education Committee on Education and Labor U. S. House of Representatives
	Federal Education Priorities and Aims: Views from the Hill	Hon. John H. Buchanan, Jr. Senior Consultant to the Charles F. Kettering Foundation; former ranking minority member Committee on Education and Labor U. S. House of Representatives
	Federal Education Priorities and Aims: Views of the Education Community	Hon. Warren E. Burger Chief Justice of the United States
	Federal Education Priorities and the Budget Process	Newton O. Cattell Executive Director for Federal Relations Association of American Universities
	Continuing Education Programs in Federal Agencies	Hon. Thomas Coleman Congressman from Missouri
		Richard Emery, Chief Budget Process Unit Congressional Budget Office
		Hon. Sam Hughes Undersecretary Smithsonian Institution

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MEETING DATES AND LOCATIONS	AGENDA	SPEAKERS
23 - 25 June 1982 Washington, D. C.	(Continued)	Bernard H. Martin Deputy Associate Director Labor, Veterans, Education Division Office of Management and Budget Howard Mathews Assistant Staff Director for Education Committee on Labor and Human Resources U. S. Senate Hon. Thomas Melady Assistant Secretary for Postsecondary Education Department of Education Allan W. Ostar President American Association of State Colleges and Universities Dale E. Parnell, President American Association of Community and Junior Colleges Charles Radcliffe Minority Counsel (Retired) Committee on Education and Labor U. S. House of Representatives Hon. S. Dillon Ripley Secretary of the Smithsonian Institution Jerold Roschwalb, Director Governmental Relations National Association of State Universities and Land-Grant Colleges

MEETING DATES AND LOCATIONS	AGENDA	SPEAKERS
23 - 25 June 1982 Washington, D. C.	(Continued)	Sandra Timmermann, Head Institute of Lifetime Learning American Association of Retired Persons; President, Coalition of Adult Education Organizations Kenneth Young Executive Director National University Continuing Education Association
15 - 17 September 1982 Washington, D. C.	Developing Effective Working Relationships Between Industry and Higher Education	Hon. Terrel H. Bell Secretary of Education Carol Eliason, Director National Small Business Training Network American Association of Community and Junior Colleges Hon. Edward M. Elmendorf Assistant Secretary for Postsecondary Education Jack A. Powers, Coordinator Innovative Technical Training South Carolina Board for Technical and Comprehensive Education
1 - 3 December 1982 Los Angeles, California	Institutional Policies Required for Effective Continuing Education Programs Local Initiatives and Responsibilities in Manpower Programs	Paul Bluto International Representative United Auto Workers Linda Crismond Los Angeles County Library

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MEETING DATES AND LOCATIONS	AGENDA	SPEAKERS
1 - 3 December 1982 Los Angeles, California	California Worksite Education and Training Program Library Programs for Worker Reorientation and Education Labor and Industry Joint Efforts for Retraining Workers	Steve Duscha, Director California Worksite Education and Training Program State Department of Employment Development Leonard Freedman, Dean Extension Division University of California Los Angeles Donald Galloway, Director Los Angeles County Department of Community Development Bill George Technical Personnel Recruiter Pacific Telephone Company Ray Gibson, President Local 216 United Auto Workers Nikki Harris Security National Bank; Chairperson Los Angeles Private Industry Council John Holcomb District Manager for Non-management Employment Pacific Telephone Company Leslie Koltai, Chancellor Los Angeles Community College District Rosalind K. Loring Associate Provost University of California Los Angeles

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MEETING DATES AND LOCATIONS	AGENDA	SPEAKERS
1 - 3 December 1982 Los Angeles, California	(Continued)	Howard Owens International Representative United Auto Workers Marcia Richards Burbank Public Library J. L. Richey Employment Manager Southern California Sector Pacific Telephone Company Barbara Stones Media Project Coordinator City of Burbank Gary Strong California State Librarian Vincent Terry Assistant Director of Employment and Training Los Angeles Department of Community Development Linda Thor, Director High Technology Centers and Services Los Angeles Community College District
2 - 4 March 1983 Washington, D. C.	Priorities and Policies of the Administration Concerning Continuing Education and Training of the American Workforce Jobs Training Legislation	John A. Bell, Secretary National Tooling and Machining Association Gene Bottoms Executive Director American Vocational Association

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MEETING DATES AND LOCATIONS	AGENDA	SPEAKERS
2 - 4 March 1983 Washington, D. C.	The Vocational Education Act	Hon. Robert B. Carleson Special Assistant to the President for Policy Development
	The Role of Higher Education Institutions in Continuing Education and Training	Pat Choate Senior Policy Analyst TRW, Inc.
	The Higher Education Act	Hon. James K. Coyne Special Assistant to the President for Private Sector Initiatives
		Hon. Edward M. Elmendorf Assistant Secretary for Postsecondary Education
		James W. Griffith Executive Director National Advisory Council on Vocational Education
		Patricia Hogue Executive Director National Commission for Employment Policy
		Morris Keeton, Director Commission on Higher Education and the Adult Learner American Council on Education
		Hon. Dan Quayle Senator from Indiana
		Herbert E. Striner Former Dean College of Business American University

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MEETING DATES AND LOCATIONS	AGENDA	SPEAKERS
2 - 4 March 1983 Washington, D. C.	(Continued)	John W. Struck Executive Director National Association of State Directors of Vocational Education Peter Wrenn, President Hudson Screw Machine Products Company; Chairman Task Force on Skilled Trades Shortages of the National Screw Machine Products Association
1 - 3 June 1983 Omaha, Nebraska	Building Partnerships Among the Corporate Community, Higher Education, and the Government for Retraining the American Workforce	R. Jerry Hargitt Vice President and Chief Executive Officer Northwest Bell Telephone Company V. R. Krider Assistant Vice President Union Pacific Railroad Ronald W. Roskens President University of Nebraska Merle Schlines Program Development Manager Federal Intermediate Credit Bank Bill Stacy, President Southwest Missouri State University

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